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Annual Report of the General Secretary of the National Child Labor Committee

For the Fifth Fiscal Year, Ended September 30, 1909.

The year's work may best be summarized under the following topics:

I. LEGISLATION—STATE:

Legislative activities are shown in the following states: Arkansas, California, Connecticut, Delaware, Florida, Georgia, Indiana, Iowa, Kansas, Maine, Massachusetts, Michigan, Missouri, New Jersey, New York, North Carolina, North Dakota, Oklahoma, Pennsylvania, Rhode Island, South Carolina, Tennessee, West Virginia, Wisconsin.

Many of these activities are outlined in reports of the district secretaries.

SOUTHERN STATES:

In South Carolina a very creditable advance was made in the adoption of a system of factory inspection. On the other hand the Legislature extended the hours of work permitted per day to eleven, under the impression, it is believed, that the former law did not actually limit to a ten-hour day.

In North Carolina the compromise bill agreed to by our representatives and the cotton manufacturers passed the House, but was killed in the Senate. Its defeat was charged by the friends of the bill to bad faith on the part of the manufacturers.

In Florida a bill was presented in both houses, but failed for lack of time, probably due to Dr. McKelway's inability to push it forward during the opening days of the session on account of his duties elsewhere.

In Georgia several important bills were introduced and are in good position for the second term, which meets next summer.

NEW ENGLAND:

The most important change in New England was in *Maine*, where bills were adopted requiring an educational test for children seeking employment, reducing the hours from sixty to fifty-eight per week, and considerably extending the scope of the law.

In Rhode Island a bill was passed reducing the hours for women and children from sixty to fifty-six per week. This places Rhode Island with Massachusetts ahead of all other New England states in hours of employment for children.

In Massachusetts an important victory was gained by the defeat of an attempt to exempt theatres from the operation of the child labor law.

The only legislative change in *Connecticut* was an enactment by which

enforcement of existing laws is made more effective, while the former limit of ten hours a day no longer applies to women and children under sixteen in mercantile establishments.

In addition to the states included in the fields of the District Secretaries, the year's record shows the following important changes:

Pennsylvania made the most notable advance in years by the enactment of a law requiring adequate proof of age of children seeking employment, and issuance of certificates by school authorities. Thus, the hitherto fatal defect in efforts to regulate employment of little children in that state is removed. We believe the new law will be particularly gratifying to fair-minded employers who were imposed upon by the easy evasions of the old law. The attempt to limit the hours of labor or to prohibit night work of children under sixteen was again defeated. The influence of glass manufacturers was responsible for the defeat of the night clause, as was also the case in New Jersey, West Virginia and Indiana.

The Cannery.—That the representatives of the fruit and vegetable canning industry constitute a force to be reckoned with in any further attempts to regulate child labor was shown in several instances. In Michigan and Delaware, where laws restricting night work were enacted, canning establishments were exempted, while Michigan also exempted telephone and telegraph messengers and employees in the United States Postal service, and Delaware exempted basket factories. New York again failed to throw any protection about the small children and babies who work inhuman hours in the cannery sheds of the state.

Dangerous Occupations.—New York passed a bill specifying a list of dangerous occupations forbidden to children under sixteen. Restrictions of employment in dangerous occupations were also secured in North Dakota and Oklahoma.

The year's record shows a *reduction of hours* in the following states:

Michigan to fifty-four hours a week for all women and for males under eighteen.

Kansas to eight-hour day and forty-eight-hour week.

Oklahoma to eight-hour day and forty-eight-hour week.

North Dakota to eight-hour day and forty-eight-hour week.

Delaware to nine-hour day and fifty-four-hour week.

Maine to ten-hour day and fifty-eight-hour week for boys under sixteen, and girls under eighteen.

Rhode Island to fifty-six-hour week for minors under sixteen and all women.

To the states *forbidding night work* are added: Delaware, Kansas, North Dakota, Michigan, Oklahoma, California [extended prohibition of night work for children under sixteen, to apply to hotels, restaurants and the messenger service].

Iowa passed a law requiring the standard provision for proof of age.

Factory Inspection.—Delaware conferred upon the factory inspector authority to enter and inspect factories.

Washington appointed an assistant labor commissioner.

Minnesota appointed a woman assistant factory inspector and provided for a special investigation.

California appointed a resident labor inspector in Los Angeles, a service the people of the city have long sought.

Oklahoma and North Dakota passed new laws substantially modeled after "the standard law."

Compulsory education laws were passed in:

Arkansas, applying to thirty counties, and Tennessee, applying to eighteen counties.

New Jersey revised the compulsory school law to permit children over fourteen on certain conditions to be excused by local school authorities.

New York reduced the minimum age (eight years) for compulsory school attendance to seven years.

Missouri extended the compulsory school attendance law to the entire state.

Street Trades.—Important laws were passed regulating street trades by the city council in Cincinnati, and by the legislature of Wisconsin, applying to Milwaukee.

We should especially note in the record for the year the *legislative defeats*, due either to weakness of our forces, or to earnestness and strength of the opposition. Following are the more important:

Connecticut: The street trades bill and the bill to regulate hours.

Rhode Island: Everything except regulation of hours for minors and women.

Indiana, New Jersey and Pennsylvania: Restriction of night work.

West Virginia: Bill regulating hours, age limit and inspection.

Georgia and Florida: Bill to reduce hours and regulate age.

Missouri: Everything, except the compulsory education law.

North Carolina: Bill to raise age limit and reduce hours.

FEDERAL:

Work in the interest of the *Federal Children's Bureau* has been our chief general activity. The bill was introduced early in the second session of the Sixtieth Congress by Senator W. Murray Crane of Massachusetts and Representative Herbert Parsons of New York. Dr. McKelway from the Southern office was placed in charge of the campaign in Washington and spent several months there. The bill was considered and approved by the committees in charge in both houses, but failed to be reached on the calendar. Widespread interest in the measure was developed and a number of national and local organizations sent strong resolutions and personal letters to Congressmen urging its adoption.

On January 25th and 26th a Conference on Dependent Children was called by President Roosevelt at the White House and among the measures considered in behalf of dependent children was the establishment of this bureau. A resolution urging it was unanimously passed, together with a request for

a special message from the President, which he sent to Congress on February 15th.

The bill was again presented in the special session by Senator Frank P. Flint of California and Representative Parsons, and stands on the calendar as Senate bill 423 and H. R. bill 3654.

In the interest of the Federal Children's Bureau 40,000 letters were sent from this office during the year.

Dr. McKelway will be stationed at Washington during the forthcoming Congressional session to take personal charge of the campaign. Office headquarters will be opened at 202 Bond Building, where correspondence relating to the bureau should be addressed.

II. THE COURTS:

A review of the *court decisions*, whether cases of violation of child labor laws, testing of constitutionality, or suits for damages to working children, indicates a growing appreciation in judicial circles of the exactions of modern industry and the social obligation to shield our youth from the hazards and over-strain of improper employment.

This has particularly appeared in the case of *Ewing vs. Lanark Fuel Company* before the Supreme Court of West Virginia, in which \$8,000 was awarded a thirteen-year-old boy for loss of a leg while working in a coal mine; and in the defence of the constitutionality of the Louisiana child labor law by Judge Wilson of New Orleans in a case involving employment of a ten-year-old girl in vaudeville.

The decision of the United States Supreme Court handed down by Mr. Justice Brewer in the case of *Curt Miller vs. The State of Oregon* is already familiar. While applying directly to regulation of hours of working women, it applies with equal force to children, and together with the brief prepared by Miss Josephine Goldmark and Mr. Brandeis for the National Consumers' League constitutes a new element in legal literature. Ancient precedents are adjusted to facts of our industrial age and hitherto impossible standards are established with a skill which at once gratifies the social worker and satisfies the exactions of the legal mind. The effect is already apparent and we may confidently anticipate a widespread application of this new precedent as occasion offers in the several states.

Street Trades.—On the other hand, in a number of cities minor officials, truant officers, police and municipal judges, show a disposition to ignore laws regulating street trades, which betrays belief in the tradition that street vending and messenger service are ideal occupations for the little child and that any ordinance interfering with them is an impertinence. An important function of our local committees in the future will be education of the public to the peril of these nomadic pursuits. Official action may be relied on for quick response to such a stimulus.

The same principle applies to agriculture, a form of industry thus far beyond the pale of labor legislation. The farm in many sections of the country is rapidly reproducing evils that have required regulation in the

factory—overwork, overcrowding and the exploitation of little children, not by the family at home, but in groups of scores and hundreds.

Canneries.—A vigorous effort has been made during the year by the factory inspector of New York State to prosecute for employment of very young children in cannery sheds. Defeat has been the result. Cases have been either thrown out of court, or local juries, under the spell of the dominant industry and of the traditional sanctity of the right of the child to work itself to death, have refused to render a verdict. Possibly the time is not opportune for our committee to enter upon a national campaign to regulate child employment in agriculture, but evidently such modern types as truck-gardening, fruit and vegetable canning, tobacco harvesting, etc., merit prompt attention.

III. INVESTIGATION:

Investigation of actual conditions has been more extensive than in any former year. Under the direction of our district secretaries, Lewis W. Hine, staff photographer for "The Survey," has been engaged the greater part of the year in a field study and in making photographs of conditions discovered. These investigations cover study of cotton and other textile industries in the South and in New England, oyster packing and tobacco industries of the Gulf States, vegetable and truck gardening and fruit canning along the Atlantic Coast, and coal mines, glass factories and other general industries in the Middle States. Approximately 800 photographs have been taken, which furnish most valuable evidence upholding the representations made by our field secretaries.

In January we secured an appropriation of \$5,000 to aid in a more thorough study of the southern field than had thus far been possible. The Committee on District Work was at once called together to advise as to the disposition of the funds. It was the judgment of the committee that Dr. McKelway's appeal for assistance in so large a field is reasonable and that greater success could be achieved by a more intimate acquaintance with local conditions. Before appointing a special agent to this task, it was deemed wise that the General Secretary visit the southern states for the purpose of reporting on the possibility of more effective co-operation with educational and other authorities in securing the adoption and enforcement of adequate child labor laws, and to discover by what further methods this committee can awaken public interest and gain the affiliation of the better class of manufacturers in efforts to protect southern children. The result of this study was presented on May 1st. The conclusions reached were:

- (1) That our policy requires a continuance of Dr. McKelway's campaign for general awakening on the subjects of child labor regulation, compulsory education and birth registration.
- (2) That large sections of the states visited are not interested in the factory exploitation of children, but would welcome an aggressive policy for its restriction.

- (3) That the popular assertions that children are greatly improved by removing from their mountain homes into villages are open to question, it being apparent that in many instances their condition is injured rather than improved.
- (4) That the isolation of the mill people from the general population of factory towns tends to develop a distinct class, with all the attendant social dangers.
- (5) That while the factory towns appear to offer relief to people of the sand-lands from the destroying hook-worm, sacrifice of little children to the cotton mill must not be exacted as the price of such relief.
- (6) That many manufacturers are disposed to favor legislative improvement, but hesitate to express themselves publicly at variance with their business associates.
- (7) That the southern field with its present needs requires additional attention from this committee and that Dr. McKelway is justified in his request for assistance. Therefore,
- (8) That the appointment of a suitable special agent should be made at the earliest possible date, to co-operate closely with state and local committees.

As a result of this report, your secretary was authorized to employ such special agent, and on May 31st secured the services of Miss Caroline E. Boone, formerly employed by the United States Bureau of Labor in the investigation of conditions of working women and children. Miss Boone entered upon her duties on August 15th and has established temporary headquarters in Columbia, S. C.

IV. RESEARCH:

Court Rulings.—Reports of government and state officials in departments of labor, factory inspection and education, have been carefully classified and indexed in the office and all available material put in shape for convenient use. Special attention has been given records of court decisions on child labor cases, whether in the nature of constitutional tests, suits for accident damage, or prosecution for violation of law. We expect shortly to have an almost complete file of such judicial decisions.

Handbook Supplement.—The decision of the National Consumers' League not to publish the Handbook for 1909 led us to consider it important that a record of legislative changes be brought up to date. The Membership Secretary was assigned the task of compiling all legislative changes since the publication of the Consumers' League Handbook and up to October 1, 1909. The work has been efficiently done and the supplement will be of practical service for interested people in the various states. (Published as Pamphlet 117.)

Birth Certificates.—Another publication to be mentioned is a pamphlet compiled by George A. Hall, of the New York Child Labor Committee, entitled "How to Obtain Foreign Birth Certificates." The material was secured from Washington, in reply to our letter asking the Department of State to obtain from its foreign consular offices, especially in countries from

which immigrants are arriving, exact information as to procedure in securing certificates of birth. An edition of 3,000 was issued and almost immediately exhausted. Evidently a new edition must be issued in the near future. (Pamphlet 116.)

Government Report.—Events of the past year emphasize more than ever the necessity for adequate official information—both state and national—as a basis for the activities of such organizations as this. The report of the Department of Commerce and Labor on “the conditions of working women and children” has been eagerly awaited. Word was received from the Bureau of Labor on September 22d to the effect that the entire report will probably be completed and published soon after Congress convenes.

The Census.—The preparation for the thirteenth general census offers an opportunity for seeking important revisions in the scope and plan of statistics of the extent and nature of child employment. Former census reports are plainly incomplete as to work of children outside school hours, a form of employment common in agriculture and in all large cities studied in recent years, while the age period divisions fail to furnish the basis needed by those interested in compulsory education and child labor laws. Acting on a suggestion from Mr. Hall, secretary of the Pennsylvania Child Labor Association, we called this matter to the attention of the Census Bureau. In response the director has advised us that the schedules will be revised to show occupations in home work and street trades of children who attend school. Also that our suggestion of a new division-of-age period will be made so as to enumerate children seven to thirteen years of age (the prevalent compulsory school period) and children fourteen to fifteen (the period of limited labor regulation).

V. CONFERENCES AND PUBLIC ADDRESSES:

The fifth annual child labor conference was held in Chicago, January 21, 22 and 23, 1909. The proceedings and addresses were published as a Supplement to the March, 1909, issue of THE ANNALS of the American Academy of Political and Social Science and were reprinted for general distribution in a volume of 255 pages, entitled, “The Child Workers of the Nation.” The vital character of the work in which this committee is engaged is indicated by a remark of Miss Addams to the effect that although she had feared a repetition of national conferences would exhaust the various phases of interesting public discussion, the Chicago meeting had brought out more new material and new suggestions than she had noted from any former meeting. Particular attention was given to the effect of child labor on health and to a study of the extent, nature and regulation of street trades and other unclassified industries. A notable feature of the meeting was the prominence given to manufacturers in defining their relation to this work, and to factory inspection departments in outlining methods of law enforcement.

Southern Conference.—A conference on “Uniform laws for the southern states” was held in New Orleans, March 29th and 30th. This was doubtless the most notable gathering on the subject ever held in the South. Repre-

sentatives, including three state governors, were present from Louisiana, Kentucky, Mississippi, Missouri, Tennessee, Alabama, Georgia, and North and South Carolina. Resolutions were adopted calling upon the southern states to enact laws providing for reliable birth registration; a fourteen-year minimum age limit for employment; prohibition of night work; exclusion of children from occupations exposing to physical or moral danger; requiring adequate age certificates; providing for authoritative factory inspection, and approaching as rapidly as possible to an eight-hour work day for all children under sixteen years of age. The conference formed a permanent organization, with Governor Sanders of Louisiana president, and George L. Sehon of Kentucky chairman of the executive committee. The second meeting will probably be held at Memphis during the coming winter.

This southern conference prompts the suggestion that a more rapid approach to uniform state legislation might be secured by promoting similar sectional gatherings in other parts of the country. One session of the forthcoming annual meeting in Boston will be devoted to a discussion of uniform laws for the New England states.

Other Meetings.—The committee has been officially represented at the National Conference of Charities and Correction, the National Education Association, the American Institute of Instruction, the International Convention of Factory Inspectors, the White House Conference on Dependent Children, the Conference on Child Welfare at Clark University, the Institute for Adult Workers with Boys, Harrisburg, Pa., and at various state and local public meetings.

Public Addresses.—A list of the public addresses delivered by the secretaries of the committee would include a record of the legislative hearings referred to in nearly all states mentioned, and of lectures given in cities in at least half the states of the union. The amount of travel required to perform these duties exceeds 50,000 miles.

VI. STATE AND LOCAL COMMITTEES:

Committees have been formed during the year in Kansas, West Virginia, Louisiana, Indiana, North Dakota, Minnesota and Massachusetts. They are in process of formation in Connecticut, New Hampshire and Vermont.

California has further approached toward state organization by the formation of a local committee in San Francisco to co-operate with the committee formed last year in Los Angeles.

It becomes increasingly apparent that the substantial advance to be made in the regulation of child labor throughout the country and in constructive measures to care adequately for those affected by the law must be through the formation of strong local and state committees. These local forces, however, must be systematically stimulated, directed and co-ordinated, lest their aroused interest end in abortive efforts or even in reaction.

Aside from the general influence and stimulus our strong national organization furnishes, our service to them is rendered by:

- (1) Facts gathered in careful field investigation.

- (2) Expert leadership of our district secretaries.
- (3) Collection and tabulation of literature, both local and foreign.
- (4) Publication and extensive distribution of reports, addresses and essays on child labor.
- (5) Criticism and interpretation of official reports.
- (6) Preparation and display of charts, photographs, etc.
- (7) Drafting bills and advising in legislative campaigns.

The skillful leadership of Dr. McKelway in the southern states, of Mr. Lord in New England, and of Mr. Clopper in the Ohio Valley states fully justifies the plan of district direction. They have faced difficult situations with great courage and ability and merit the confidence and gratitude of this committee and of all interested in its work.

VII. PUBLICITY:

We have entered more largely than formerly upon the development of material for exhibits. An extensive display was made at the New York State Conference of Charities and Correction, Elmira, November 17th-19th; at the New Jersey Conference of Charities and Correction, Trenton, February 18th-20th; at the National Conference of Charities and Correction, Buffalo, June 9th-14th; at the Pennsylvania Institute for Adult Workers with Boys, Harrisburg, April 21st-23d, and in connection with our fifth annual meeting in Chicago. Selected material from our stock has been shipped for display at various other gatherings, in charge of responsible persons.

The plan authorized by this board at the beginning of the fiscal year for the development of ten duplicate sets of lantern slides is being carried out and a number of the slides are already in use. The sets are being completed as rapidly as possible.

Traveling Libraries.—The preparation of small duplicate traveling libraries is also nearing completion. It is proposed that these libraries shall contain our bound volumes, a number of selected separate pamphlets and a few outside publications bearing on the subject.

The report of the fifth annual meeting was published as a Supplement to the March number of *THE ANNALS*, reprinted in an edition of 6,250 copies for circulation among our members and in public and college libraries, and the addresses and reports published as separate pamphlets in quantities varying from 500 to 10,000 copies. The total number of pages published for distribution during the year aggregates 3,740,000. We have also issued from the office during the year over 175,000 letters describing the work of the committee, appealing for funds, and soliciting interest in the Federal Children's Bureau.

VIII. CHILD LABOR DAY:

The fourth Sunday of January, 1909, was designated as Child Labor Day and invitations sent to a selected list of 18,000 clergymen requesting them to observe the day with appropriate exercises or addresses. The same request was sent to the religious press. One thousand seven hundred and fifteen

clergymen responded and spoke on the subject, either on that day or at the nearest available date. The cumulative effect of this co-operation has been apparent in awakened interest in many parts of the country, in a more intelligent response to suggestions for improvement of local conditions, and we believe in a more liberal response to financial appeals.

IX. FINANCES:

The annual report of our treasurer shows a considerable financial increase over the fourth fiscal year.

The total debits are:

Fourth fiscal year	\$37,069.47
Fifth fiscal year	50,132.21

Total disbursements:

Fourth fiscal year	34,147.36
Fifth fiscal year	46,356.72

Leaving a cash balance of 3,575.49 for the fifth fiscal year
as against ... 2,922.09 for the fourth fiscal year

The full account is shown in the following:

TREASURER'S ANNUAL REPORT

As examined, audited and found correct by Haskins & Sells, New York,
Certified Public Accountants

Debits

Balance on hand September 30, 1908	\$2,922.09
Subscription Account	42,726.14
Special Fund, District Work, Ohio Valley States	2,500.00
Special Fund, Investigations in the Southern States	1,250.00
Interest on bank deposits	61.72
Sale of publications	265.80
Miscellaneous receipts	406.46
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	<u>\$50,132.21</u>

Credits.

Rent	\$1,816.00
Investigations	9,910.04
Telephone and telegraph	259.73
Stationery and office supplies	955.54
General expenses	386.59
Salaries, administrative	8,465.39
Salaries, clerks, stenographers, etc.....	5,561.70
Printing	5,205.48
Office furniture and fixtures	287.25
Traveling expenses	3,396.34
Postage	5,337.55

Purchase of child labor material	\$149.45
Special Fund, District Work, Ohio Valley States	2,457.46
Special Fund, Investigations in Southern States	1,203.25
Reserve expenses, fourth fiscal year	154.03
Exhibits	972.03
Special Fund, Compilation Child Labor Material	38.89
	<hr/>
	\$46,556.72
Balance on hand September 30, 1909	3,575.49
	<hr/>
	<u>\$50,132.21</u>

X. MEMBERSHIP:

The foregoing financial record is due to the systematic and persistent efforts of the Membership Secretary, with the co-operation of our finance and membership committees and the District Secretaries. Our records show that 74.8 per cent. of members in the fourth fiscal year have renewed. Despite the loss of 25 per cent. of former members, we have a total increase above the membership of the fourth year of 59 per cent. and a total increase in contributions of 38.5 per cent.

The total enrollment on October 1, 1909, is 4,600.

On October 29, 1908, Mrs. Philip N. Moore, president of the General Federation of Women's Clubs, was added ex-officio to the membership of the committee.

XI. OFFICIAL MEETINGS:

The meetings of the trustees during the year have been directed by the chairman pro tempore, Mr. Seligman, in the absence of Dr. Adler. Four meetings of the Board of Trustees were held; and two meetings of the Finance Committee, three meetings of the Committee on District Work, and two meetings of the Program Committee.

XII. SPECIAL WORKERS:

Mr. Hine has been engaged temporarily as photographer for the committee and has spent through the year an aggregate of thirty-two weeks in our service. His photographic work has been of great value in furnishing visual testimony in corroboration of the evidence gathered in field investigation. Mr. Hine reserves the right to sell any photographs for publication with the understanding that the publisher's copyright does not affect our prior claim.

The Messenger Service.—An important part of Mr. Hine's investigation has been study of the night messenger service. Enough has been done to convince the Committee on District Work that a careful study should be made of this phase of child labor during the coming months with a view to securing adequate legislation in several states this winter. On September 24th Edward M. Barrows was engaged on a temporary basis to assist in the investigation of this subject, and will enter upon his work about October 16th.

This report would be incomplete without a hearty acknowledgment of the prompt and generous responses you have made to the demands of the work, whether as a board or in the duties of the various committees. The perfect harmony in which all members of our staff and office forces have labored is an added cause for gratitude.

Respectfully submitted,

OWEN R. LOVEJOY,

General Secretary.